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THE MINISTRY
OF MUNICIPAL AFFAIRS
QUARTERLY

ONTARIO PURSUES NEW PATTERNS FOR PROSPERITY



INNOVATION

IN • NO • VA • TION

1: the introduction of something new
<- as the driving force in practical
economic advance ->

WEBSTER'S THIRD NEW INTERNATIONAL DICTIONARY

UP Front.

D A V E C O O K E

Minister of Municipal Affairs

The beginning of the new year is a good time to look back on the achievements of the past year and ahead to the challenges that 1993 will bring.

There's no question that 1992 has been a difficult year for everyone — for municipalities, for the province, and for the people that we serve. But these difficulties need not — and have not — paralysed the government. If you read *Community's* "1992: Year in Review," you'll find a list of government and ministry initiatives we've worked hard on during the past year. These initiatives — intended to stimulate the economy, create construction jobs, resolve boundary disputes, and make it easier for municipalities to borrow for essential capital investment — have responded to local government concerns.

Topping the government's agenda for 1993 will be job creation and finding better ways to deliver essential government services during these extremely difficult economic times. I was very

pleased last November to be able to announce a one-time two percent increase in unconditional grants for the coming year, as we promised last January. I hope that municipalities use some of this funding to adjust the way they do business, in order to meet the economic challenges that face all levels of government today.

Because of these challenges, we in the government are looking at new ways of working with communities to help them invest in long-term economic renewal. One of the things we hope to do is help communities across the province improve their strategic planning capabilities. We also want to assist municipalities in raising money for capital projects in new and creative ways. This issue of *Community*, in fact, highlights the innovative ways in which some Ontario communities are already raising money for needed infrastructure and services.



We will continue to work with municipalities to disentangle our roles and responsibilities and to promote greater openness in local government. We will also proceed with legislation that will benefit homeowners and tenants alike by allowing homeowners to create an apartment in their house — a move that will increase the supply of affordable housing and ease the financial burden some homeowners face.

I look forward to continuing our partnership in serving the people of Ontario. As we begin the new year, I extend best wishes to you and to the communities in which you live and serve.

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1992

YEAR IN REVIEW

MINISTRY OF MUNICIPAL AFFAIRS

Government Improves the Development Process

Plans outlined this year for speeding up the decision-making process for development proposals have already seen several major projects approved in record time.

The initiatives include appointing a Provincial Facilitator to identify major construction projects and assist with their approval; reducing the backlog of cases before the Ontario Municipal Board; and creating inter-ministerial Core Teams to speed up the decision-making on good, environmentally sound construction projects that have the potential to improve the economy by creating jobs.

Since last April, working with the Core Teams, the Provincial Facilitator, and its partners in Ontario municipalities, the government has been able to resolve outstanding issues for several major development proposals. These include: the Ottawa Palladium in Kanata; the McKenzie Glen subdivision in Maple (four schools, 2,000 homes, and hundreds of jobs); the Maryport sewer dispute (unlocking several thousand units for residential development); a \$30 million education and recreation complex in St. Thomas; and the Guelph Performing Arts Centre (generating about 200 jobs).

Transit-friendly Guidelines Meet Community Environmental and Economic Needs

The Transit-Supportive Land Use Planning Guidelines released by the province on April 23, 1992, will help municipalities with planning decisions that make public transit more efficient, convenient and accessible.

The guidelines offer suggestions for both new and existing development, some of which can be implemented with little cost and effort. They also provide incentives to plan for transit in a way that considers both the environment and the social and economic needs of municipalities.

The result of a research study jointly supported by the Ministry of Municipal Affairs and the Ministry of Transportation, the transit guidelines stress the importance of transit-oriented urban design when developing plans for subdivisions, streets, and shopping malls. Topics include land use, pedestrian accessibility, and the design of roads, parking lots and buildings.

The Transit-Supportive Land Use Planning Guidelines were developed after extensive consultation with municipalities, transit organizations, planners, environmentalists, developers, and the building industry. They contain suggestions and advice, said Dave Cooke, Minister of Municipal Affairs, but they are not formal statements of provincial policy.

Land Use Guidelines Part of Drive to Economic Recovery

The release of the provincial Growth and Settlement Policy Guidelines on September 14, 1992, set the stage for more consistent, faster approval of new development proposals, a key component of the provincial government's overall strategy to support economic renewal in Ontario.

One of the aims of the guidelines is to let municipalities know, up front, exactly what the requirements are for development proposals. At the same time, the guidelines will help to ensure that the province's planning system serves broad public interests, including housing, employment, open space and the environment.

The guidelines represent one of several initiatives for economic renewal outlined in Minister Dave Cooke's statement to the Ontario Legislature on April 9, 1992. Provisions are included for dealing with the backlog of approximately 200 official plans and official plan amendments going through the planning approvals process.

Minister Cooke pointed out that the guidelines are consistent with planning goals being developed by the Commission on Planning and Development Reform. Growth and development will be directed, whenever possible, to existing built-up areas and away from sensitive environmental areas and prime agricultural lands.



Province to Protect Ontario's Wetlands

After more than two years of extensive consultation with individuals and groups across the province, the Ontario Government has issued the Wetlands Policy Statement, which took effect on June 27, 1992. The statement sets out the province's policy on the protection of valuable wetlands, limiting the types of development and new land uses near these vital natural resources.

The Policy Statement, which was issued under Section 3 of the Planning Act, will give strong direction to municipalities on planning decisions that affect provincially significant wetlands. It will also encourage municipalities to protect all other wetlands as well. The Ministry of Natural Resources and the Ministry of Municipal Affairs, which are jointly administering the policy, recently released the Wetlands Implementation Guidelines after consultation with other ministries and interest groups.

It is estimated that more than 75 percent of original wetlands in southern Ontario have already been lost. The new policy statement will go a long way toward preserving existing wetlands for future generations, said Minister of Municipal Affairs Dave Cooke.

Approval of Mississauga City Centre Plan Paves Way for Jobs, Homes and Good Planning

On October 21, 1992, Municipal Affairs Minister Dave Cooke approved a development plan for the Mississauga City Centre that will result in up to 16,000 residential units, mixed office and retail opportunities, and hundreds of local jobs.

When Mississauga's original secondary plan failed to meet standards set by provincial housing policies, the ministry worked with the city and with local developers to develop modifications to the plan that would ensure an adequate supply of affordable housing — 4,000 units — in the city core.

Legislation Allowing Apartments in Houses to Increase Affordable Housing Supply

Legislation allowing homeowners to create apartments in their homes, introduced in the Ontario Legislature on October 29, 1992, will increase the supply of affordable housing in the province. At the same time, the new legislation addresses the reality of the roughly 100,000 apartments in houses already existing in Ontario, making it easier for municipalities to enforce health and safety standards.

"The new legislation will help first-time home buyers meet their mortgage payments and, by facilitating the creation of garden suites, enable many seniors to stay in their homes and close to their families," said Minister of Municipal Affairs Dave Cooke. "It will also help to provide much-needed jobs for the construction and renovation industry."

After draft legislation on the issue was released last June, the province consulted municipalities and housing advocates across Ontario. The resulting legislation was introduced in the form of amendments to the Planning and Municipal Acts.

London-Middlesex Act Ends 11-year Boundary Dispute

As of January 1, 1993, new city and county boundaries have been established in the London area, one of the fastest growing urban areas in Canada.

Bill 75, the London-Middlesex Act, expands the size of the City of London, mainly through amalgamation with the Town of Westminster. The Act takes its shape in part from the recommendations of arbitrator John Brant, who was appointed by Municipal Affairs Minister Dave Cooke to consult widely in the area and then come up with a solution to end an 11-year boundary dispute between the city and the surrounding county that would satisfy both provincial and local interests.

The legislation, which was returned to the House at the conclusion of formal public hearings November 26, reflected amendments that were agreed to by the all-party standing committee. The numerous amendments, including greater protection for employees, greater direction in land use planning and enhanced compensation for the County of Middlesex, came out of an extensive public consultation process following the bill's introduction in June.

"This has been a difficult decision for this government, and one that is extremely important to the people who live in the London-Middlesex area," said Minister Cooke. "But I believe it addresses the area's immediate economic growth needs, as well as the critical need to preserve valuable farmland and protect the environment."

Bill 75 gives London the land it needs for economic growth and development, while providing substantial financial assistance to the County of Middlesex so it can manage rural economic development and settlement matters.

1992

YEAR IN REVIEW

MINISTRY OF MUNICIPAL AFFAIRS

Fair, Effective and Accessible Local Government

Municipal Affairs Minister Dave Cooke has indicated he intends to proceed with legislation on Open Local Government, initiated in response to concerns expressed by councils, boards and the public across Ontario. The new legislation would limit the topics that could be discussed in closed meetings, require an open process for land sales, and amend the Municipal Conflict of Interest Act.

A provincial-municipal working group set up last year to ensure that the legislation would be both fair and workable has completed its review of the more than 550 submissions received in response to the proposal. Minister Cooke has said that he intends to have the new legislation on Open Local Government in place before the 1994 municipal elections.

Province and Municipalities Disentangling Roles and Responsibilities

The Ontario Government and the Association of Municipalities of Ontario (AMO) have been working together since early 1992 on phase 1 of disentanglement — a review of respective roles and responsibilities in serving the people of Ontario. The goal is to make government more understandable and accountable.

Early in the discussions, AMO and the province agreed the province should pay the full cost of general welfare allowances. To offset this increased provincial expenditure, members of the provincial-municipal Steering Committee agreed to look at three areas in which municipalities could assume more program and funding responsibilities — municipal roads, transit and property assessment. They also agreed to look at municipal concerns about the control of municipal police budgets.

At deadline, the Steering Committee hoped to reach a draft agreement early in the new year. A final decision would follow after consultation with municipalities. Implementation of phase 1 is scheduled for January 1, 1994.

Public Consulted on Ottawa-Carleton Regional Government

The final report on the public's views about regional government in the Ottawa-Carleton area was released at the end of November 1992. Report author Graeme Kirby, appointed by Municipal Affairs Minister Dave Cooke in May, consulted widely on options for change, including the direct election of regional councillors and the possibility of a single government for the entire region.

An interim report issued by Mr. Kirby in September revealed that while there was little support for one-tier government among the general public, the concept was backed by the area's business and professional sectors.

One of the main recommendations of Mr. Kirby's final report was for direct election of regional councillors, which would result in an 18-member council, plus area mayors (with the exception of the mayor of the Village of Rockcliffe Park). The report also recommended upper-tier responsibility for policing, sewerage, social housing, tax collection, and comprehensive economic development. In addition, because of public support for the amalgamation of Vanier with Ottawa, the report recommended that a referendum be held in both municipalities, and that polling be carried out in other municipalities about amalgamation.

The 90-day period set aside after the report's release for public response and comment extends until the end of February. Minister Cooke has indicated that legislation to implement those recommendations in the final report which are supported by the provincial government should be in place in time for the 1994 municipal elections.

Enhanced Borrowing and Investment Powers for Municipalities

The Ontario Government has passed legislation giving municipalities greater flexibility with respect to borrowing and investment powers. Under Bill 165, the Municipal Statute Law Amendment Act, 1992, municipalities will no longer be required to seek approval from the Ontario Municipal Board to incur debt for capital undertakings and other long-term financial obligations, provided they do not exceed provincially established limits.

Bill 165 responds to requests from municipalities for changes in municipal powers over finances, said Municipal Affairs Minister Dave Cooke. "Municipalities will now be able to secure a better return on investment, their borrowing costs will be lower, and in general, they will be able to improve their overall financial planning and management."

The legislation also addresses issues related to election campaign expenses. The calculation of municipal election campaign cash surpluses has been changed to permit candidates to declare such items as victory parties and audit fees.

Simcoe County Reform on its Way Toward Implementation

Simcoe County's final decision on county reform has been accepted by Municipal Affairs Minister Dave Cooke and is on its way to being implemented. Draft legislation based on the study carried out by Simcoe was released for consultation this fall and is expected to be introduced in the legislature in the spring to provide time for municipalities in the county to meet the deadline set for implementation, January 1, 1994.

When county officials began their study in 1989, the minister asked that they review issues such as the lack of county planning, the relationship with the cities, and minor boundary adjustments. The county's final submission to the ministry offers solutions to many of these issues, including the consolidation of 28 municipalities into 16, as well as joint planning with separated cities to control fringe development and protect agricultural land and natural resources that cross municipal boundaries.

Toronto Islands Bill Gets Second Reading

The long-standing dispute over the future of the historical Toronto Islands community has been resolved with the Toronto Islands Bill, which received second reading in November. The bill will be studied by an all-party legislative committee during the winter.

The bill was the result of extensive consultation with all the parties involved — Metro Toronto, the City of Toronto, the province, and the Islanders themselves. It sees the transfer of land on the Islands from Metro Toronto to the province and the founding of a Toronto Islands Community Trust. Homes on the Islands will be returned to Island residents, who will be offered 99-year leases on the land.

The City of Toronto will be compensated through the sale of the land leases and will also receive a portion of its prior water and sewer investment.

To ensure that no one makes a windfall on the sale of either houses or land leases, property sales will be strictly regulated. Additional new housing units will be added to the community, making it a stronger, more viable entity.

New Guidelines to Streamline Development Approvals

New streamlining guidelines that suggest quicker, clearer, and smarter ways of processing development proposals were sent out to municipalities, developers, and review agencies last fall. The guidelines describe ways municipalities and review agencies can reduce the time spent on development approvals so that new jobs can be created sooner in the construction industry. The new publication is part of the government's initiative in support of economic renewal in Ontario.

The streamlining guidelines were developed by a special task force with representatives from the government, private industry, and agencies involved in approving development plans. They are designed to help municipalities streamline their development approval procedures; help developers understand rules and requirements for approvals; and help review agencies to clarify their standards and requirements up front so they can respond faster to development proposals.



IN • NO • VA • TION

AS PART OF THE ONTARIO GOVERNMENT'S DRIVE TOWARD

ECONOMIC PROSPERITY, THE MINISTRY OF MUNICIPAL AFFAIRS IS EXPLORING

THE CREATIVE PARTNERSHIPS THAT CAN MAKE MUNICIPALITIES KEY PLAYERS IN ECONOMIC

DEVELOPMENT. THE FOLLOWING ARTICLES SHOW CLEARLY HOW ONTARIO MUNICIPALITIES, LABOUR AND

COMMUNITY GROUPS ARE PROVIDING THE KIND OF INNOVATIVE LEADERSHIP THAT HELPS LOCAL BUSINESSES

AND INDUSTRY TO DEVELOP AND THRIVE.

WINDSOR

Necessity is the Mother of Invention

By Liz Guccione

Chuck Wills, Commissioner of Finance and Treasurer for the City of Windsor, has been talking — and then answering questions — for at least half an hour. His audience is a group of Ontario municipal officers, meeting in London at the end of September. His topic? The innovative ways in which municipalities can finance the infrastructure and services they need — in the face of hard times and tight budgets.

The questions coming at Wills are polite but probing, some of them even a little skeptical. Other people in his position might feel they were being put on the spot.

Specifically, Wills is talking about the new multimillion-dollar, multi-use arena/entertainment centre to be built on core-area land that Windsor has assembled near its riverfront. The arena, to be called the Sportsplex, would replace the worn-out old city hockey arena, home of the Windsor Spitfires.

Hoping to diversify its economic base from almost total reliance on the automobile industry, Windsor is counting on the new Sportsplex to help draw in tourists — and conventions — from the huge U.S. market right on its doorstep.

The land which the city had assembled for the arena, Wills told the group, was worth \$8 million. The property would be leased to the developer for \$1 a year for 30 years. The developer would own and operate the facility — and pay no municipal property taxes — during that same period. In return, the developer would take on the entire responsibility of financing and constructing the arena according to exact specifications set out by the city, as well as pay annual local business taxes. At the end of the 30-year period, the facility would revert to municipal ownership — “with no encumbrances

whatsoever to the city,” Wills told his audience.

After Wills’ talk the questions began to pile up, and more questions were phoned in once he was back in his office at Windsor’s City Hall.

How did Windsor ever come up with this unorthodox financing scheme? How does Wills know the city isn’t making a major blunder by entering into a joint venture with a private developer? What’s the cost to local taxpayers in the long run? What about the risks involved in doing something so new? Why take those risks anyway — why not do things the way municipalities have always done things?

The answer to the last question is an easy one for the City of Windsor. Auto towns like Windsor and St. Catharines have been hit even harder than other Ontario municipalities by the recession that has brought high unemployment rates,

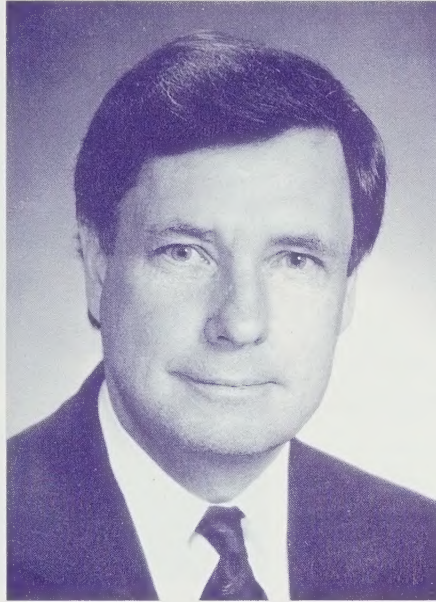
rising welfare costs, and decreasing revenues across the province. And the need for a new arena/convention centre comes at a time when Windsor is facing several other very large capital projects, including upgrading the city's sewage treatment plants and major road improvements.

Hefty tax increases are out of the question, too. In 1990, Windsor City Council launched its Fiscal Fitness Policy: the annual mill rate cannot increase by more than 1% below the annual rate of inflation. "We faced the question of where taxes would be in 10 years to meet the city's needs," said City Councillor Sheila Wisdom. "We realized that not only would we have to set limits to spending. We would also have to become much more creative in financing the buildings and infrastructure we would need."

Developers submitting proposals to build the new arena, therefore, were asked to offer "an imaginative method of minimizing the city's financial burden." The three finalists were asked to go back to the drawing board and become even more "imaginative." Bill Docherty, President of Windsor-based R.C. Pruefer Limited, came up with the proposal — and the innovative financial plan — the city ultimately accepted.

Windsor officials feel they have learned some hard lessons from their experience with a build-operate-transfer agreement that now dates back some 60 years. When construction of the tunnel under the Detroit River began in 1930, the developer agreed to turn all lands, buildings

and equipment in Canada back to the city, without cost, 60 years after the tunnel opened. After



Chuck Wills, Windsor Commissioner of Finance

serious neglect of the Canadian end of the tunnel all through the 1980s, and a lengthy, expensive — and ultimately successful — court battle to force the Detroit Tunnel Company to honour the agreement, the Canadian side of the tunnel and the surrounding plaza are now in city hands and beginning to generate significant non-tax revenue.

Today, these lessons are being applied to Windsor's new build-operate-transfer deal with the private sector. "One of the contentious issues when we took over the tunnel was that everything was in the name of the developer," said Chuck Wills. "That's why, rather than turning over the land to the developer of the multi-use building, we're leasing it to him for \$1 a year. Second, there's no incentive for a company to maintain facilities which are soon going to be transferred to a municipality at no cost. So language in the Sportsplex agreement clearly specifies that a reserve fund must be gener-

ated for ongoing maintenance."

Special provincial legislation was required to make the co-venture between the City of Windsor and R.C. Pruefer Limited possible. The Private Bill drafted by Windsor's legal department was introduced into the Ontario Legislature on November 4, 1991, by George Dadamo, MPP Windsor-Sandwich, and received Royal Assent on December 19. The bill specifically allowed three things: 1) the city to lease the land at below market value (in effect conveying a benefit to one developer); 2) an exemption for the owner-operator from paying municipal property taxes; and 3) the establishment of a municipal reserve fund, derived from a ticket surcharge, to ensure that the facility would be maintained and upgraded during the 30-year lease.

"This agreement is an excellent example of how the public and private sectors can work together — as partners," Minister of Municipal Affairs Dave Cooke told

the media when the bill was passed. "The recession has emphasized the need to strengthen the economy at the local level ... to provide jobs and help maintain our high quality of life. And neither the private sector nor the public sector can achieve that alone."

What are the questions Chuck Wills is asked most often by his counterparts across Ontario and by worried citizens in Windsor? —What about the risk? — What happens if this project fails? — What about the taxpayer?

"We'll have to look very, very closely at how the financing is scheduled to come on stream," Chuck Wills answers. "Our greatest risk is during the one-year construction period. The worst thing that can happen is a hole in the ground if the financing fails. If that happens, the city is faced with difficult decisions: we can find another developer to carry out the original plan or try to complete it ourselves."

the culture of innovation



An innovative approach to coping with hard times and tight budgets now seems to be a way of life in this auto town of 200,000. And the creative ferment crosses all boundaries. The local Arts Council has become hard-nosed about deficits and start-up costs now that culture can no longer receive large subsidies to flourish. The Council hopes to take over an old movie theatre in downtown Windsor and pay its own way by managing the rental retail and office space

attached to the moviehouse. Conversely, management, technicians and workers at the local GM Transmission Plant have given flight to their imaginations. Faced with the closing of their plant, they came up with a creative proposal to cut costs and improve quality, performance and production. The plant won the contract sought by GM factories all over North America, and the next generation of GM transmissions will be coming off the line in Windsor. ♦



(cont'd from page 9)

And then Wills asks questions of his own. "Why not look at the alternative to this method of financing a major community project? Lots of places have done it: go to the federal government and the provincial government and ask how much money they can contribute. Then float a debenture and put it on the local tax bill. In the end, it all becomes tax dollars that all of us pay. And what if the Sportsplex were built, owned and operated by the municipality? There would be no tax revenues coming in at all - neither property taxes nor business taxes."

R.C. Pruefer Limited had until December 21, 1992, to come up with financing that was acceptable to Commissioner of Finance Chuck Wills and to city council. If the plan is accepted, building the Sportsplex should create 125 jobs and between \$30 and \$40 million in expenditures during the two-year construction period. Once in operation, the Sportsplex will employ some 25 people full-time and another 80 part-time, with an estimated \$8 to \$10 million annually going to local suppliers.

For his part, Chuck Wills is optimistic about the success of the innovative financing method behind the proposed new arena. "But it's a cautious optimism," said Wills. "The times and our Fiscal Fitness Policy have forced us to be innovative, to be creative, and to be careful at the same time. What's the old saw? — Necessity is the mother of invention!" ♦

A "Win-Win" Solution to Affordable Housing

Donna Gamble, City Councillor, adviser to senior levels of government and general woman of influence in her community, might be considered a perfect representative of the city where she has lived all her life — a city with its back against the wall, facing bad times with innovative ideas and concrete action.

Bad times began for Gamble in 1961, when serious illness forced her to give up a good long-term job in Detroit. The sole support of her three children, Gamble had only one option: go on welfare and move into subsidized housing. "My heart was pounding the first time I had to go into the welfare office," Gamble remembers. "I thought I was going to faint."

Today, more than 30 years later, Gamble is credited with spearheading a revitalized tenants' movement across Ontario, with establishing a dynamic Downtown Action Centre, and — as activist and city councillor — with helping to change the character and face of Windsor's inner-city.

When former mayor John Millson appointed Councillor Gamble to head the Mayor's Committee on Housing three years ago, Gamble brought together local developers, business people, community activists and lawyers, plus representatives from a local union, non-profit housing, the Ministry of Housing, and city departments — including planning, property, legal, finance, and the clerk's office.

"We spent a year doing nothing but talking about ideas and discarding them," said Gamble. Then, putting together two long-running problems in the city, the committee came up with a plus, devising a solution that promises to be a "win-win" situation for everyone involved.

First problem: families that may be hard-working, good renters and good credit risks, but not making enough money to put together a down payment on a home.

Second problem: empty lots owned by the city, not generating any taxes and costing money to maintain.

Solution: the Home Ownership Equity Participation Program.



Donna Gamble, Windsor City Councillor

The pilot project will involve five city-owned lots (approximate value \$32,000) located in fully serviced, moderate-income residential neighbourhoods. Chosen by lottery, families (with at least one child, annual incomes between \$30-\$40 thousand, and good renters and credit risks) will use the lot, leased from the City of Windsor for \$1 a year, as equity in gaining a mortgage (insured 100% by CMHC) to build their homes. With 3 bedrooms, 1 1/2 baths, and a finished family room, the houses will each cost approximately \$73,000. After 10 years, homeowners must buy their lots from the city, most likely by applying the equity they have gained in the meantime to remortgage their homes.

"We spent two years refining and refining this program, in revision after revision, draft after draft. Every city department looked at every dotted i and crossed t before we took it to city council," said Gamble. "If this project is successful, the city has about 20 more suitable empty lots. And maybe some local developers who have landbanked property will come forward, too, with the idea of building some of these homes and selling the lots to homeowners 10 years later.

"We think the program will be successful, because everyone wins. People will be able to own their own homes and build up equity over the years. And the city will infill empty lots that are costing us money to maintain, get property taxes on them now, and the cost of the land in 10 years." ♦

NEW PATTERNS FOR PROSPERITY

"Being innovative about financing depends partly on a way of thinking, partly on the skills involved, and partly on a set of institutions," said Dale Taylor, Senior Economist with the Ministry of Municipal Affairs' Municipal Finance Branch. "But what may be most important is creating an atmosphere in which innovation is sought after and then rewarded."

Taylor is part of the Provincial-Municipal-Industry Task Force on Innovative Infrastructure Financing, whose members include representatives from other ministries, municipal associations and industry trade groups, as well as planners, engineers, and investment dealers. Nancy Bardecki, Director of MMA's Municipal Finance Branch, chairs the Task Force.

Meeting for the first time in December 1991, the Task Force set an ambitious goal for itself: to explore new and innovative ways in which local governments could finance the infrastructure and the services they need.

Last summer the Task Force presented an interim report to Dave Cooke, Minister of Municipal Affairs, listing the specifics of what the group had been exploring in the intervening months: things like build-operate-transfer, lease-purchase, and turnkey ventures with the private sector — as well as the upsides and downsides to these arrangements. The Task Force also looked at possible legislative changes that could facilitate these arrangements.

"But innovative financing can happen in Ontario municipalities right now — without changes in government legislation," Task Force Chair Nancy Bardecki was quick to point out. "In fact, what may be more important than legislative impediments to innovation is the 'knowledge impediment.' Municipal councils

and municipal officials are not going to feel comfortable about going forward with new financing methods if they don't feel confident that they can use them effectively. That's why the Task Force is going to put such a heavy emphasis on education and training."

Heather Bell, Executive Director of the Municipal Finance Officers' Association, agrees with the need for education: "Our association has been looking at innovative financing for a long, long time, without putting that label on it. But finance officers tend to be very, very conservative. The province has been

very supportive in this whole initiative: the Ministry of Municipal Affairs has facilitated and coordinated both the Task Force and now the work on education and training. But the problem is: how do you teach people

to be creative? How do you teach people to let their staff who are creative run with a good idea and take some risks? — Because the payoffs can be so great!"

Already in the works for publication by the Task Force this spring is a "casebook" of innovative financing methods that have been carried out by municipalities, both large and small, across the province. The new manual, which will be available to everyone through MFOA and the Association of Municipal Clerks and Treasurers of Ontario, will include at least 10 real-life "success stories" and cover a variety of new financing techniques, how they got started, and how they worked out in the end — as well as the risks involved.

"The risks in these new ventures may not really be the legal and financial risks," said Bell. "There just are no established patterns for people to follow. And, unfortunately, for a lot of people, new thought is risky. Change is risky."

"But change may be necessary for survival today," Bell concluded. "There's just no money out there, and we're all going to have to be leaner and meaner. We just can't expect people to pay more and more taxes. Crisis means you have to change. And the most important change will be in how we think. We have to think more innovatively." ♦

Taking a Close Look at Co-Venturing

There is real potential for "win-win" situations with co-ventures between government and the private sector.

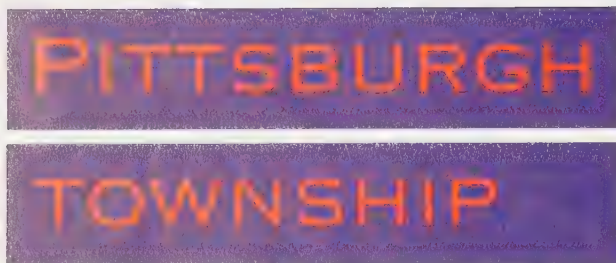
Some of the key advantages: The private sector partners can provide up front capital, thereby freeing up municipal capital for other pursuits. They can also enable the acceleration of projects, allowing for the associated economic spin-offs to be enjoyed sooner. Private sector partners are often better positioned to manage certain risks more effectively than the public sector — and when they are our partners, they share the risks.

Likewise, there are advantages that the public sector has over the private sector. That is, we each have assets that we bring to the co-venture to make it more effective. Private sector partners have particular skills in controlling project and operating costs, and they are effective marketers. For our part, we can exercise powers of expropriation. Because municipal facilities are "where the action is," we can create value for the owners of property which abuts our project. And we may be better able to manage regulatory risks. Sometimes private sector partners have access to sources of capital that the public sector doesn't have, such as the Immigrant Investment Program. Finally, such ventures can build on the skills of our partners, thereby enhancing their chances of marketing their expertise to foreign governments.

There are, of course, some risks involved as well: Your business partner could experience business failure. You could be in for serious financial risk if you provide loan guarantees. You have to give up some control to your partner. Not having the discipline of having to come up with up front capital could result in the temptation to undertake inappropriate projects. There may be tax expenditures — although this is more a problem for senior levels of government than for municipalities. Finally, if you are not shrewd negotiators, you can end up with an unbalanced deal, i.e., more in it for your partner than for you. And make no mistake: your partners are good negotiators. Their survival depends on it.

But you can minimize the downsides by checking on the financial stability of your partner before entering into an agreement. Do only those projects which are part of your strategic plan. Know what it is that you want and what it is worth to you, i.e., the costs of alternative means of providing the facilities or not providing them at all. Know the value of what you have to offer to your partner. Competitive bidding can help here. Make sure everything that is important to you goes into the written agreement. And perhaps most importantly, recognize when you need outside professional help — and get it. ♦

Nancy Bardecki, Director
Municipal Finance Branch



The Right Attitude Towards Change

By Barry Malmsten,
Chief Administrative Officer, Pittsburgh Township



Photo/Jack Chiang

Pittsburgh Township's new village centre will bring this empty space to life, says CAO Barry Malmsten.

Let me start this article by saying I take a pretty creative attitude toward innovative financing. I'd like to give you some examples of innovative initiatives, some of which require spending no money (which is the best kind of financing). I'd also like to give you a range of initiatives, from big projects to small.

SERVICES ... or Other ways to provide what you're doing.

One of our best examples: our 911 service. The 12 municipalities in the Greater Kingston area got together to provide this service. It's run by one municipality, and the costs are shared by all 12, most of whom could not have afforded the 911 service on their own. By working together, we've got our costs down to about \$5 per household — and Bell Canada is now using this as a model for other areas.

PURCHASING ... or How you spend your money.

First example: a land purchase. A few years ago, we did a strategic plan. Two of our goals were to develop a business park and build a new township hall. While heading toward those two goals, an opportunity presented itself. Seventeen acres of prime waterfront land came onto the market for \$2.2 million. This was the last piece of flat waterfront on the Rideau Canal in Pittsburgh's urban area. Three times in the past the municipality had tried to buy a piece of waterfront land, and had backed out at the last minute because of the cost. We couldn't let this particular parcel go by — but it took us about a year and a half to work out the deal.

The owner had an offer from a developer for \$2.2 million. So we paid him \$2.6 million. Now there's got to be a catch, right? There is. Remember, our priority was servicing our new business park — but if we didn't buy that waterfront land, it's gone. What do you do?

The solution is as follows: we told the owner that we'll pay you more than you're asking, but you've got to give us back a 5-year zero percent mortgage. With our money in the bank collecting interest, and with our repayment schedule over the next five

years, in the end we would make about \$800,000 in interest. This means that in effect we paid \$1.8 million for the waterfront land. But why go to all that trouble? The reason was that we wanted to do two things with the same amount of money. We still had the \$2 million in the bank to service our business park, and we also got a grant of \$780,000 from the Ministry of Industry, Trade and Technology. Together with the \$800,000 savings in interest payments, that's over \$1.5 million — and all we had to do was generate \$700,000 to put back in the bank over the next five years, and we were covered. (The actual number crunching is a little more complex than this.)

What did we end up with? We started with \$2 million, and in the end owned a \$2.2 million parcel of waterfront land and a serviced business park worth \$6 million. And why did the owner of the waterfront property agree to this deal? Because 1) he wanted to sell the land to the municipality, so that we would save the beautiful old limestone house that had been in his family for generations; and because 2) we paid more for the land than he was asking. Both sides won.

Second example: the township centre. Our official plan

called for a village centre that wasn't just another shopping plaza. We wanted stores, a post office, a library — the kind of ambience that makes everyone want to head down to main street, a place where you drop your kids off at the library and go

Innovation isn't just the way you cut your dollar in half or the way you spend it. It can't be legislated, it can't be mandated, and you can't just pass a bylaw. It's a process, a state of mind, an attitude.

for a coffee or buy your groceries — or see everybody else in town and stop to pass the time of day.

We started with two parcels of land, side by side: a little suburban shopping plaza and right next to it, municipal property that is adjacent to the main highway, with a firehall, the township hall, and a seniors' home, as well as some vacant land. As part of our official plan, we had a market study done that answered a lot of questions about what could happen if this became the kind of village centre that we envisioned: What kind of growth could occur, what would it be worth to the business sector, and how much commercial activity could be put into the area? Then we approached the shopping plaza developer and we said: "Here is our vision of what will be the heart of Pittsburgh Town-

ship and here are the market data that say that our vision can work. Why don't we combine the two parcels of property and hire a local architectural firm (which we did for the grossly extravagant price of \$5,000) to design a village centre and give us our

vision on paper? Because you can't sell anything if you don't have a vision."

The developer, whose shopping centre was half-empty, who didn't have exposure to the main road, now went out looking for clients, taking the market

study and the architectural vision with him. Whereas before he got no interest, now people said, "Holy smokes! If you're going to do that, I'll take 10,000 square feet!" — They wanted to be a part of something exciting.

Now, why did we consider a land deal with a private developer? Because the community had some needs as well. We needed a new library, and we wanted an artificial outdoor rink in the village centre. So we approached the developer about trading the municipal land, which had the valuable high visibility on the highway — if he would build the library and the ice rink (which are both customer-traffic generators). In the end, the community will get a new library to replace their inadequate, 150-year-old facility, a new ice rink, and a commercial core for their township — and it won't cost the township any money. The developer is happy because he's going to make money from the improved visibility, the increased customer traffic, and the additional stores that will locate there. Everybody wins.

Just to wrap up: Innovation isn't just the way you cut your dollar in half or the way you spend it. It can't be legislated, it can't be mandated, and you can't just pass a bylaw. It's a process, a state of mind, an attitude. It doesn't always happen quickly. Some of the



Pittsburgh's new village centre — on paper.

examples I cited took years to happen.

Skeptics abound ... and everybody will tell you why it won't work. Because innovation means change — and every time you try to implement change, whether it's good or it's bad, you'll get resistance. You'll get it from your residents with NIMBY: Not in My Back Yard. You'll get it from council members with NIMTO: Not in My Term of Office. And you'll get it from your own staff, who say, Not in Your Lifetime! But if you hold on tight to your vision and persevere, the results can be amazing.

As municipal politicians and administrators, we can no longer act merely as caretakers of our municipality's resources. We must act as entrepreneurs, guiding our municipalities to be more efficient and more productive. It's up to us to support and encourage innovation. And it's up to us to generate the right attitude toward change.

Our response to change is critical. What worked in the past may not work in the future. If our communities are to survive and prosper, we must change. It's up to us. It's up to you. ♦

Barry Malmsten, Chief Administrative Officer of Pittsburgh Township, can be reached at (613) 546-3283.



Photo/Jack Chiang



Dyeco's Janice Ley and Duane Ramsay with compost of annatto seeds and autumn leaves

GOING FOR THE GOLD ... AND COMING UP GREEN

Seeds grown high on the sunny mountain sides of Peru and Guatemala are turning the autumn leaves of Pittsburgh Township into rich, black organic material — "the best compost in Ontario," according to Pittsburgh's Public Works Manager. The township's composting project is also saving money for a local company (plus jobs for 15 employees), helping to pay for the composting operation itself, and saving Pittsburgh thousands of dollars in waste disposal costs.

The seeds -- called annatto seeds -- are imported by Dyeco Limited of Kingston and then used to produce a natural yellow dye for colouring foods like butter, cheese, orange juice, and breakfast cereals. Once the colour is removed from the surface of the tiny seeds, Dyeco is left with enormous piles of mouldering organic material — up to 250 tons a year. When the landfill site in Storrington Township was closed in 1990, hauling the seeds to Ottawa was costing the company \$125 a ton, threatening to make the labour-intensive process too costly to continue, said company Vice President Duane Ramsay.

In the meantime, however, Dyeco Technical Director Janice Ley had been experimenting in the lab and at home, mixing the alkaline seeds with acidic autumn leaves. The tremendous heat created by the combination greatly accelerated the process of composting the leaves — and produced a high-grade compost that was being taken home by Dyeco employees to enrich their own gardens.

When John Rhodes, Public Works Manager for Pittsburgh Township, was approached by Dyeco, he recognized an

opportunity when he saw one — in fact, several opportunities in one neat package:

- keeping the township's annual intake of autumn leaves — approximately 100 tons yearly — out of the municipal landfill, thus preserving that costly space for the future;
- continuing a compost operation that would now have offsetting revenues. Today Dyeco pays Pittsburgh \$50 a ton to dispose of their seeds, and neighbouring Gananoque pays \$40 a ton to add its leaves to the compost as well;
- producing a top-quality compost, enough, hopefully, for homeowners in both Pittsburgh Township and Gananoque, with some left over for parks.

"There are business opportunities that drive you at times into environmental pursuits," John Rhodes sums up. "But there are also environmental goals that you can turn into business opportunities." ♦

Follow UP

STREAMLINING

BUILDING ON SUCCESS

Staff of the Ministry of Municipal Affairs and the Provincial Facilitator's office greet the stream of faces as they flow into a sunlit boardroom of Toronto's Metro Hall. The people arranging themselves around the table represent a diverse range of backgrounds and experience. They are lawyers, engineers, planning consultants, developers and provincial bureaucrats. And they share two things in common: an intimate knowledge of the planning approvals process and a desire to improve the working relationship between the province and their private sector clients.

They are participants in the second of 10 "Building on Success" seminars being held across the province between September 1992 and January 1993. The seminars are a consequence of the government's Urban Economic Renewal agenda, which included the appointment of Dale Martin as Provincial Facilitator in April 1992.

Specifically, the aim of the seminar series is to identify "best practices," the actions that the provincial agencies and the development industry can undertake to improve the quality of service they provide to each other. The hope is to identify those practices, some simple and some far-reaching, that would make a real difference in provincial-private sector relations. "Customer service isn't about training people to smile," says Sue Corke of the Provincial Facilitator's office. "It's about improving performance standards."

The final product of the seminars will be a manual of best

practices, which will accompany a consolidated summary of provincial guidelines for planning and environmental approvals. The guidelines are a step towards a single provincial position on development applications, rather than the several, often conflicting positions and requirements developers must deal with today. At the very least, the guidelines will help applicants identify up front where conflicts may occur, and what information they may be required to provide.

"We hope to have the guidelines out by 1993," Dale Martin advises seminar participants. "They will improve the way we do business. Ultimately, the province is working towards a one-window, one-stop approach to development applications."

Success Through Partnership

A key to the success of the seminars, and to improving customer service, is the concept of partnership between the province and the development industry. The seminars are co-sponsored by the Urban Development Institute, the Ontario Home Builders' Association and the province. But the theme of partnership goes well beyond the mechanics of organizing the seminars and jointly evaluating their results. As Dale Martin points out, the "Building on Success" seminars are only one of a series of joint initiatives between government and the development industry.

Recognizing that planning approvals at the provincial level can turn into a contest of wills between developers and bureaucrats, the province is eager to work together with developers to expedite approvals of good development. The message from the Provincial

Facilitator is that the province will put its money where its mouth is. The bottom line: resources will be re-focused in order to speed good development projects through the review process.

Sharing Responsibility for Efficient Development Review

The seminar discussions have made it clear that several things have to be done if the marriage between the province and the private sector is to be successful. Messages coming from the development industry include the following:

- Duplication and inconsistency in interpreting government policy need to be remedied.
- Development projects differing in complexity and scale should have different approval streams.
- The province should make an active commitment to reducing the backlog of applications and improving customer service.
- The development industry would support alternative dispute resolution processes — at the local level and before being scheduled at the Ontario Municipal Board.
- The industry needs ongoing feedback on how the province is meeting the above goals.

In addition to the consolidation of planning and environmental approval guidelines, other actions are underway at the provincial level. The Ministry of Municipal Affairs released its Streamlining Guidelines in August of this year, committing the ministry to achieving a 90-day turn-around on development applications. The ministry, therefore, is re-examining the way that priorities are set and is looking at new ways of managing the approvals system.

One example is the CORE team approach to expediting approvals. Development proposals with significant potential economic spin-offs, such as the \$30-million education and recreation complex in St. Thomas, are brought before a forum made up of staff from commenting agencies, who come

prepared to joint meetings already having completed their internal review of the proposal. Concerns and inter-agency conflicts can be worked out in one or two meetings, rather than through months of phone calls and memos.

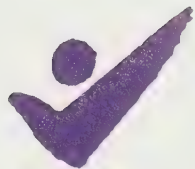
The Streamlining Guidelines point out that the development industry, too, must share in the responsibility for reducing the provincial backlog of development applications. Developers must ensure that applications are complete, and are accompanied by the right type and quality of information. Applications which have some of the pieces missing "clog up" the approvals system, and make it more difficult for provincial agencies to carry out a timely review of good development applications.

If the reaction of seminar participants is any indication, the development industry is more than willing to do its part. Leith Moore, Vice President - Development, The Sorbara Group, and a participant in the September 17, 1992, "Building on Success" seminar, is positive about what's happening at the provincial level.

"The province has come up with an imaginative step, they're saying, 'Come in and talk to us, we'll give you a one-window approach,' Moore said. "The seminar also points out some of the things that the development community doesn't do so well. The one-window, CORE team review is a change in attitude, something that wasn't there before. It's a tool that should be offered at the local level, to regional and municipal governments." ♦

Gary Hall, Planner
Plans Administration Branch,
North and East.

For more information on the "Building on Success" seminars, contact the Urban Economics Development Secretariat; 777 Bay Street, 12th Floor; Toronto, Ontario M5G 2E5.



restoring hope



Minister Richard Allen and Cambridge MPP Mike Farnan with Tamara Caban of Penmans



jobsOntario Minister Richard Allen with Oskar Rajsky, CEO of The John Forsyth Company.

The determination of the government to see Ontario come out of the recession was the driving force behind the creation of jobsOntario, a comprehensive strategy for job creation and economic renewal. Specifically, the province has set aside \$1.1 billion for the jobsOntario • Training Fund, to be used over the next three years to assist employers in hiring and training long-term unemployed people.

"The Training Fund is a key part of the government's overall economic strategy," said Richard Allen, Minister Responsible for the jobsOntario • Training Fund. "This is a strategy based on investing in people, because Ontario's people and their skills are our greatest strength."

By the beginning of December, Ontario companies had already contracted to fill over 4,200 jobs — and \$21 million had been committed to more than 45 brokers across the province, which are matching potential

employees with area employers. Many of those brokers are Ontario municipalities, numbering 17 by the end of the year — from the City of Chatham in the southwest and Metro Toronto and Hamilton in the south, to the Town of Kenora in the north and Frontenac County in the east. Other brokers include community colleges, employment centres, and boards of education.

As broker for the Kitchener-Waterloo area, for example, the Regional Municipality of Waterloo has set up a "storefront" operation in Kitchener, and has placed applicants referred to them from several established local employee-

Getting Ontario back to work was the key priority of the 1992 Ontario Provincial Budget. In these tough times, that would seem like an insurmountable feat.

related services, such as "The Working Centre." So far, the response to the program has been overwhelming. Since the start-up date of August 17, 200 area companies have made inquiries about the program and 60 companies have received job applications and made training plans. Over the next two years, 2,400 people will be placed in the program in the Kitchener-Waterloo area.

"The jobsOntario • Training Fund can open the door to other situations," said Jack Middlemass, Project Manager of the jobsOntario program in Kitchener, who pointed out that public awareness of the program is spreading rapidly throughout the region. "This program is community-driven, not Queen's Park-driven."

The Training Fund not only helps employers to expand their workforce by employing those people who have been out of work for a long time. It also increases the number of people in the skilled labour market by upgrading the skills of the employed. An employer eligible for the jobsOntario • Training Fund receives a training credit equal to the actual costs of

production. Over the next two years, the company will access training credits worth more than \$700,000 in order to hire and train 112 people — all of them ineligible for unemployment insurance benefits. The positions the company will be filling are mainly for sewing machine operators, but current plans for expansion include hiring for other types of jobs, too.

"We're looking for a number of people over the next year," said Larry Dzijacky, Employee Relations Manager for Penmans. "This program helps people who really need help the most."

Penmans is working closely with Ontario Skills Development and Conestoga College to develop a 14-week pre-employment training session, which will include basic language skills and Grade 12 upgrading, if necessary. On-the-job training and "train the trainer" programs will also be offered in the workplace so that employees can receive more specific information on quality standards, operating the machines, and cross-training on other machines.

"This new jobsOntario program will create partnerships between employers and trainers," said Dave Cooke, Minister of Municipal Affairs. "Hope will be restored for thousands of unemployed

people as they are placed in new and satisfying careers. It's going to boost the local economy in Ontario communities as more and more people are employed and become consumers again."

In addition to the Training Fund, jobsOntario has three other major components — Capital, Homes and Youth. These initiatives will provide several opportunities for economic renewal, including: renewing or building new infrastructure; preparing Ontario youth for more highly skilled positions; and building an economic base so that communities can afford to provide essential

services — schools, roads, public transit and sewer systems.

The success of all four initiatives of the jobsOntario program can come only through effective long-term cooperation. The Training Fund will build partnerships

"This program is community-driven, not Queen's Park-driven."

between employers and trainers. The Capital Fund will see communities and the province working together to invest in the improvement of Ontario's infrastructure, which will support the transition to a more productive knowledge-based economy. The Homes program will work with the construction industry to fulfil the government's commitment to providing 20,000 new affordable housing units for families, single persons, senior citizens and people with special needs. The success of the Youth Fund is dependent upon an effective partnership between businesses, community agencies and the government in providing increased job opportunities. The success of all of these partnerships is the key to getting Ontario back on the road to economic recovery. ♦

*Gaye McCurdy, Publications Officer
Program Services Branch*

For more information about the jobsOntario Training Fund, please contact the training hotline, 1-800-387-5656/TDD 1-800-387-0743.

To get information about the other components of the jobsOntario program, please contact Sarah Jones at (416) 314-8957.

"This is a strategy based on investing in people, because Ontario's people and their skills are our greatest strength."

training — up to 35% of the annual wage for each new job created. A maximum amount of \$10,000 can be allocated for training each new employee, but half of the training credit must be used to train existing employees.

In the Cambridge area, for instance, Penmans, a subsidiary of The John Forsyth Company Inc., a Toronto-based clothing manufacturer, needed to expand its workforce in order to remain in a competitive market. Recent joint ventures and contract agreements with export customers meant that Penmans needed to increase

Northern Ontario Planning Conference

BLINDRIVER - 1992

After a decade that promoted and literally oozed individuality, the 1990s mark a return to a focus on "we" rather than "me." "Partnerships" is an idea whose time has come — again!

Ontario municipalities and the province are finding joint opportunities more and more appealing. The idea has captured everyone's attention from seeking innovative financing structures to alternatives for waste disposal to opportunities for sharing common resources in improving the environment. With the added challenge of a sensitive economy, municipalities are trying to find ways to increase productivity and servicing without increasing costs.

At the Northeastern Ontario Regional Conference held September 16-19, 1992, the Town of Blind River and the Ministry of Municipal Affairs worked together to fashion a conference that would stress these goals and at the same time allow participants to create partnerships of their own. Informed speakers, open discussions, and a sharing of knowledge increased the effectiveness of every session.

Joan Kuyek, Sudbury-based community organizer and author, opened the conference, stressing the multi-dimensional aspects of partnerships. From a community development per-

spective, Kuyek said, groups joining together to accomplish common goals can promote better relationships and more effective organizations. "To most of us partnerships imply equality, mutual respect and compatible objectives... They mean sharing the risks and profits of a venture...Partnerships are not an end in themselves but a strategy or tool."

The titles of the sessions at the Northeastern Regional Conference give a good indication of the wide range of partnerships discussed: Municipal-Provincial, Intercommunity, Local Community, Environmental, Financial, and Organizational. Every session promoted a "team-building" attitude and allowed for effective networking between individual municipalities, consultants and provincial staff members.

Several sessions in particular presented distinctly successful partnerships that could be used as examples for other areas. Chief Earl Commanda of the Serpent River First Nation outlined the cooperation among First Nation communities in their efforts to maintain and strengthen both their cultural heritage and their economic viability. One example: the joint operation of a snow-mobile trail.

During the Intercommunity partnership session, two government officials, Paul Jones of the Ministry of Municipal Affairs,

and Hans Mooij of the Ministry of the Environment, outlined current trends in waste management planning for communities. The speakers stressed that communities would benefit greatly from sharing their services and resources in order to control waste disposal and its negative effects.

A session held under the Environmental banner highlighted the success of the partnership between the Regional Municipality of Sudbury and INCO in the regeneration of the landscape in the Sudbury area. After years of mining and excavation, it was generally believed that the Sudbury area would inevitably remain barren and extremely rocky, with little vegetation. Working together, Laurentian University, INCO Limited, and the Regional Municipality were ultimately successful in reaching their goal: the "greening" of the Sudbury landscape. In this unique partnership, the partners worked independently of each other, accomplishing their own specific, previously defined tasks and yet jointly achieving the final results. Laurentian University geology professor Dave Pearson discussed the integration of environmental and health concerns into economic planning and decision-making at the community level. Pearson is best known for his contribution to the implementation of Science North, a Sudbury multi-

dimensional science centre that boasts a variety of exhibits that range from northern wildlife and industry to space travel.

In total, this year's Northeastern Ontario Regional Conference brought together approximately 145 delegates and speakers from municipalities throughout the area, as well as staff from a number of provincial ministries. Organization of the conference itself was a good example of partnership in action. Members of the Town of Blind River council and staff from the Ministry of Municipal Affairs Field Management Branch in Sudbury worked together in putting together an extremely effective conference.

Given the ever changing nature of today's economy, municipalities, First Nations, and governments alike will have to continue working together in "Partnerships" in order to rejuvenate and protect the environment, provide more efficient servicing, and retain the kind of life we now enjoy. ♦

*Tammy Gran, Municipal Analyst
Field Management Branch,
Sudbury*

*For further information on the
conference, contact the Sudbury MMA
Field Management Branch.
Tel: (705) 560-0120*

BRIDGES Student Exchange cultures

The Ministry of Municipal Affairs will continue to support a partnership between Ontario and Quebec when the provinces exchange college and university students again in summer '93.

Last summer, working with the Ontario-Québec Commission for Co-operation (OQCC), the ministry helped place Quebec students in Ontario municipalities and Ontario students in Quebec municipalities for a 12-week period through the Municipal Student Exchange Program.

The education services section of the ministry's Program Services Branch has been the official liaison with the OQCC.

The program is designed to help students experience a different culture, improve proficiency in their second language, and learn more about local government through work experience. Where possible, an attempt is made to match students with positions that are related to their fields of study.

At an orientation session in Toronto at the beginning of last summer, MMA Assistant Deputy Minister Brian Riddell encouraged the group of students from Quebec to develop lasting relations with their new employers and co-workers. "The municipal business is a rewarding field," Riddell told the students.

"There is a difference in lifestyles," said one Quebec student upon her arrival in Ontario. "I'm looking forward to figuring out why and how."

An Ontario student who spent the summer in Laval said, "I feel very privileged to have been among the first group of students participating in this exchange. It was one of the best experiences in my life."

These sentiments were echoed by officials in municipalities across Ontario where Quebec students spent their summer. The student who was placed in the Town of Port Elgin was a true helping hand to the municipality, according to town Treasurer Grace Currie. "She answered the telephone, took payments at the counter during the tax-due date, and helped to balance the cash at the till," said Currie. "When another staff member went on vacation, she quickly learned those tasks and took over that desk for a week." The Quebec student improved her language skills very quickly, Currie added, though language was never a real barrier.

"The student who worked here in Ottawa made a real contribution to our department," said Joe Williams, Manager of Technological Services for the City of Ottawa's Department of Recreation and Culture. "He was able to add to our discussions of new projects, readily figured out how to solve problems, and had the courage

to talk to people he didn't know to bring those projects to completion. I definitely hope the program continues."

According to Maria Tzimas, who is ministry program co-ordinator of the exchange, "Students from both provinces value this exchange for the opportunity that was given to them to meet and work with people in their neighbouring provinces."

One Quebec student pointed out at the end of the summer that the exchange was also a "learning experience" for the municipality he worked for during the summer. "My supervisor is looking forward to travelling to Quebec now."

At a wrap-up for the students last August, as their 12-week municipal work terms came to an end, Paul Burton, Director of the ministry's Program Services Branch, asked the students for their honest input and comments when evaluating the pilot program.

"I would like to see this program become a permanent one," said Burton. ❖

*Teresa Mari, Information Officer
Communications Branch*

*Information on the 1993 program was distributed in early December to all municipalities.
For more information, contact Education Services,
Program Services Branch, Tel. (416) 585-6244.*



Quebec municipal exchange students, with MMA Program Coordinator Maria Tzimas and Group Leader Latif Chouky, ready to take on the challenges of Summer '92.

BACK OF THE Book

PEOPLE AND PLACES

NEW APPOINTMENTS

Judy Noble — Tax Collector, Deputy Clerk-Treasurer, Town of **Mount Forest**, effective June 1992.

Pat Douglas-Madigan — Clerk, **Perry Township**.

Francis B. Mangan — Administrator/Treasurer and **Verla McIntosh** — Clerk, **Mara Township**.

David Brenneman — Clerk-Treasurer, **Oakland Township**, effective October 1992.

Bill E. Preisentanz — Municipal Clerk, Town of **Kenora**.

The Village of **Dundalk** has a new FAX: 1-519-923-2685.

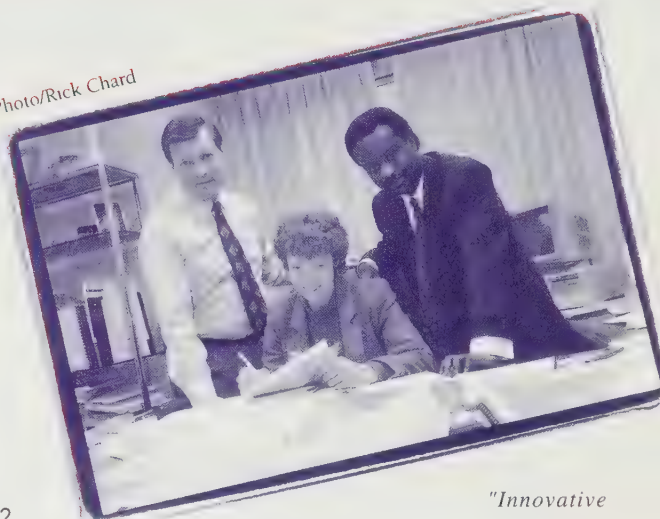
Heather B. Brown — Clerk-Treasurer, Village of **Neustadt**, effective June 1992. New FAX: 519-799-5353.

David J. Hipgrave — Chief Administrative Officer, Town of **Milton**, effective October 1992.

Elizabeth Thompson — Clerk-Treasurer, Village of **Chatsworth**. New FAX: 519-794-3232.

Lucy Konkin — Secretary-Treasurer, **Algoma District Municipal Association**. New mailing address is: 3042 Second Line West, R.R. #6, Prince, Sault Ste. Marie, Ontario P6A 6K4. Tel: 705-779-2992.

Photo/Rick Chard



"Innovative financing can mean many things to many people," says MMA Municipal Finance Director Nancy Bardecki, here with Dale Taylor and Martin Owusu. "You can't write the standard textbook on innovative financing — saying This is the way you do it." It really means taking advantage of opportunities of doing business in creative new ways."

Association of Municipal Tax Collectors of Ontario Executive 1992 - 1993

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February 18, 1993

Ministry of Municipal Affairs
GREATER TORONTO AREA
REGIONAL CONFERENCE
"Progress Through Partnerships"

Sheraton Parkway Hotel,
Richmond Hill, Ontario.
Contact Tom Gutfreund,
Conference Coordinator,
(416) 250-1251,
toll free 1-800-668-0230,
FAX (416) 250-1258.

February 8, 1993

REVIEW SEMINAR FOR MAP COMPREHENSIVE EXAM

This full-day review seminar is
being held in Toronto for
students in the Municipal
Administration Program to
prepare them for writing the MAP
Comprehensive, scheduled for
February 26, 1993.

Fee is \$80.00 plus GST.

Brochure and Registration Form
available from the CENTRE FOR
GOVERNMENT EDUCATION
& TRAINING,

St. Lawrence College,
King & Portsmouth,
Kingston, Ontario K7L 5A6.

Phone: (613) 544-5400

Ext. 1158 or

Fax: (613) 546-8544.

U P & C O M I N G

PLANNING IN ACTION COURSE DATES - 1993

A course for those municipal staff
responsible for administering the
planning process, but who have
no formal training in planning.

January 17 - 22 PART I

February 7 - 12 PART II

March 7 - 12 PART I

April 25 - 30 PART I

August 15 - 20 PART II

September 12 - 17 PART I

October 3 - 8 PART II

November 14 - 19 PART I

A course in French is tentatively
being planned for the fall. These
dates are subject to change.

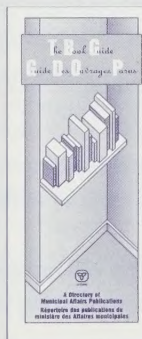
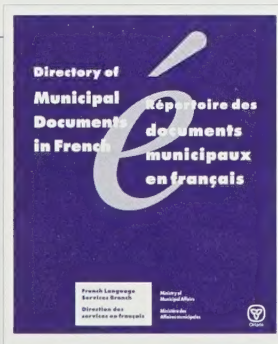
For more information and
application forms,

Contact:

Program Services Branch
Ministry of Municipal Affairs
(416) 585-6244

Directory of Municipal Documents in French

Provides a listing of municipal documents produced in French by
Ontario municipalities located in designated areas. Encompassing
many areas of municipal activities, the Directory should prove to be
a valuable aid to other municipalities wishing to adapt the documents
for their own use. The Directory was sent to all municipalities
that offer services in French. Additional copies can be obtained, at
no cost, by contacting MMA's French Language Services Branch
(416) 585-4032.



FROM THE BOOKSHELF

Publications and guidelines listed in Community can be obtained by
contacting:

Publications Ontario; 880 Bay Street; Toronto M7A 1N8.

Tel.: (416) 326-5300, Toll-free 1-800-668-9938.

Hearing-impaired (TDD): (416) 325-3408, toll-free 1-800-268-7095.

The Ministry of Municipal Affairs Book Guide

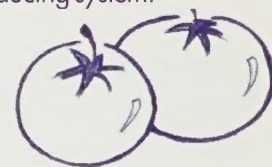
Describes the many ministry publications that will help you
understand municipal finance, administration, and land use
planning.

What's new?

AT OMAF

- ♦ A new Ontario Ministry of Agriculture and Food (OMAF) pilot project — the Community Food Adviser Program — will train local volunteers how to teach other people about safe and nutritious food preparation.
- ♦ Last year more than 3,600 Ontario school teachers attended OMAF workshops — and then went back to their classrooms with up-to-date information about agriculture and the whole food producing system.

- ♦ Ontario is a world class exporter of bull semen, sending almost \$15 million worth of this high quality product out of the province in 1990/91 alone.

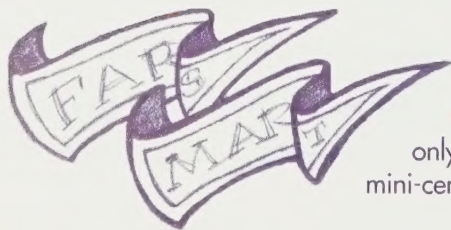


- ♦ Just four years ago, 100% of the greenhouse tomato transplants used by Ontario growers were imported from the U.S. By 1992, 90% of the transplants were produced here in Ontario, cutting costs, reducing disease and insect transfer, and making delivery of the transplants much more predictable and convenient for Ontario tomato growers.

- ♦ Statistics show that the number of people working in the Canadian restaurant and foodservice industry has grown from 476,695 in 1981 to 658,289 people today — and predictions are that by the year 2000, this \$25 billion industry will employ 795,000 people.

- ♦ Canadians are beginning to eat less food away from home — 36% of the food we consumed in 1991 — after that percentage soared from 18% in 1963 to 40% in 1989.

- ♦ In the last two years, OMAF's Business Development program has introduced over 85 different technologies to more than 300 firms in key sectors of the Ontario food processing industry — and today at least 40 of these firms are using some of those new technologies, imported from 11 countries around the world.



- ♦ Farmers' markets are experiencing a phenomenal growth in Ontario, from 60 markets only a few years ago to over 115 today, as communities begin to recognize how much these mini-centres of fresh produce and home-made crafts can add to the social fabric of the community, to tourism — and to the local economy.

The Carp, Ontario farmers' market had first-year sales of \$50,000 in 1990, \$100,000 in 1991, and \$150,000 in 1992.

The 20 farmers' markets in Northern Ontario — there were only seven in 1988 — have seen sales increase 40 times over in four summers, from \$100,000 total gross sales in 1988 to almost \$4 million in 1992.

Staff at the **Agriculture and Food Information Centre** will answer your questions — or refer you to the experts who can — about everything from agriculture to preserving your own fruits and vegetables.

Call collect (416) 326-3400. People calling from the 519 area code can now dial 1-800-567-8898.

Conversations

with **Helen Cooper**

Community talked to Helen Cooper about her four years as Mayor of Kingston and her stint as President of the Association of Municipalities of Ontario. (This year's AMO President is Joe Mavrinac, Mayor of Kirkland Lake.)

What are the biggest challenges facing Ontario municipalities in the coming decade?

No question — the huge costs associated with keeping cities going. There is virtually no municipality in the province that doesn't have a garbage crisis, for example, and most of us have sewer and water problems to address as well.

How can the provincial government and municipalities work together to solve these problems?

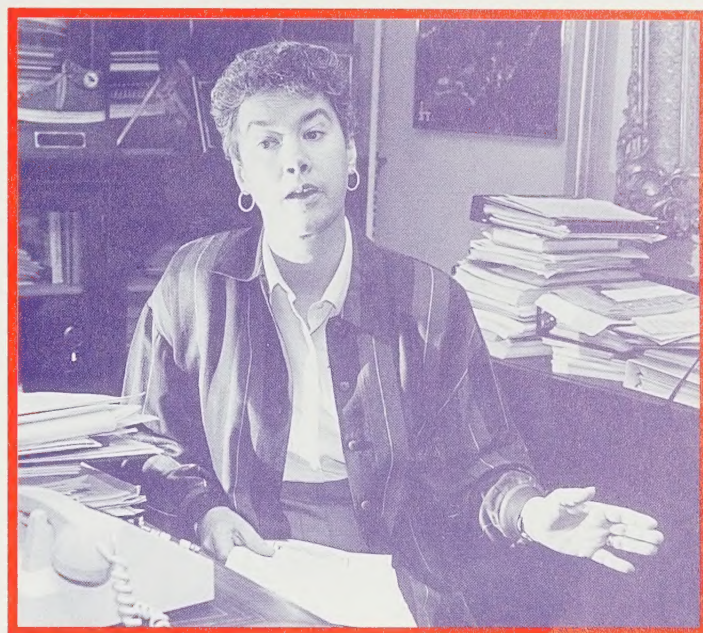
I think there has to be more recognition at each level of government — and on the part of the public, too — that politicians and government officials are well-intentioned, public spirited human beings. And I don't think that trust exists right now. We hear a lot of words bandied around, like "partnership," that tend to sound a little hollow if there isn't a real willingness to work together for the benefit of the people we all serve. Some ministries still have a paternalistic or "regulatoristic" attitude toward municipalities. What happens is that certain mind sets develop on both sides over the years. When municipal politicians get up at conferences and blame the province for everything that's going wrong, people who work in provincial ministries develop an image of municipal politicians as people

who don't want to do anything but complain. At the same time we develop the mind set that we are perpetually under siege, that there are people working in offices in Queen's Park whose sole job is to get us! Particularly in regard to the environment and landuse planning, we feel that regulatory mechanisms can often be sledgehammers designed to kill flies.

What do you believe AMO's role should be in relation to the province?

In the year I was president, I tried very hard to project the idea of AMO as a useful organization, not one that was perpetually telling the province what it was doing wrong, but instead offering alternatives that we thought were better ways of doing things. In fact, on some occasions we were able to tell the Ministry of Municipal Affairs — "We think you're doing some things right!"

I'm a big fan of the Cito Gaston school of management. He doesn't go out and shake fists at people, stirring them up — all those kinds of macho things that baseball managers are supposed to do. He's an encouraging manager who wants to support his players, and hopes in doing that, he will get the best out of them. And I think that's really important for an organization like AMO — we're not there to butt heads at the last minute. It may make great media, it may make us feel good for about three minutes — "Boy! Did we go down to Queen's Park and give them a piece of our minds!" — but that



doesn't accomplish anything when decisions have long since been made, when provincial politicians are already in a position they can't back off from. And so the work has to be done much sooner, with good policy development and the ability to be responsive and enlightened. And that's where I think AMO is changing — and how municipalities will have more influence on the policies that affect them.

How has Kingston tried to meet the goals of employment equity?

Long before I became mayor in 1988, Kingston had dedicated a staff member to the development of employment equity. We now have women working in a variety of non-traditional occupations — fire department, public works, a female mechanic, for instance. In our most recent fire fighter competitions, a huge number of female and visible minority applicants came forward, which is very gratifying for us, because it obviously means they know we're serious about employment equity. I also feel a sense of accomplishment that people who before may have felt

they were not welcome at City Hall, now do feel they are welcome and that they have a stake in what's going on in this community.

Do you think that the role of the Ministry of Municipal Affairs has been changing in the past few years?

The Ministry of Municipal Affairs is a high-profile ministry today, and that makes us feel that we are highly regarded, too. We also believe that the minister has been able to persuade his colleagues that there has to be a consideration of municipal issues in the development of their policies, too. Although it takes time to change attitudes, we've already seen the results of that changed view of the importance of the municipal perspective in developing government policy. ♦

The recession has emphasized the need to strengthen the economy at the local level ... to provide jobs and help maintain our high quality of life. And neither the private sector nor the public sector can achieve that alone.

Dave Cooke, Minister of Municipal Affairs

There are business opportunities that drive you at times into environmental pursuits. But there are also environmental goals that you can turn into business opportunities.

John Rhodes, Public Works Manager, Pittsburgh Township

... what may be more important than legislative impediments to innovation is the "knowledge impediment." Municipal councils and municipal officials are not going to feel comfortable about going forward with new financing methods if they don't feel confident that they can use them effectively.

Nancy Bardecki, Director, Municipal Finance Branch, Ministry of Municipal Affairs

Crisis means you have to change. And the most important change will be in how we think. We have to think more innovatively.

Heather Bell, Executive Director, Municipal Finance Officers' Association of Ontario

The times ... have forced us to be innovative, to be creative, and to be careful at the same time. What is the old saw? - Necessity is the mother of invention!

Chuck Wills, Commissioner of Finance and Treasurer, City of Windsor

Innovation isn't just the way you cut your dollar in half or the way you spend it. It can't be legislated, it can't be mandated, and you can't just pass a bylaw. It's a process, a state of mind, an attitude.

Barry Malmsten, Chief Administrative Officer, Pittsburgh Township

To most of us, partnerships imply equality, mutual respect and compatible objectives. They mean sharing the risks and profits of a venture. Partnerships are not an end in themselves, but a strategy or tool.

Joan Kuyek, Community Organizer and Author, Sudbury

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